

# JERSEY CITY NEW JERSEY



THE NEW JOURNAL SQUARE

MASTER PLAN

VOLUME I  
1951





# *Jersey City, New Jersey*

*The Master Plan — 1951*

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PREPARED FOR THE PLANNING BOARD  
CITY OF JERSEY CITY, NEW JERSEY  
BY: CHURCHILL - FULMER ASSOCIATES  
PLANNING CONSULTANTS, NEW YORK



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## *of the City of Jersey City, New Jersey*

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# Office of the Mayor

CITY HALL

JERSEY CITY, N. J.

June 4, 1951

Hon. Mark A. Sullivan, Chairman  
Planning Board, City of Jersey City  
1 Newark Avenue  
Jersey City, New Jersey

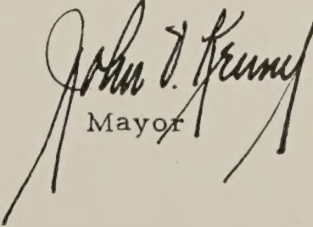
Dear Judge Sullivan:


Transmitted herewith is the Master Plan of Jersey City as adopted by the Planning Board and approved by the Board of Commissioners of the City of Jersey City.

On behalf of the Commissioners, I express appreciation for the generous effort and labor of the Planning Board in preparing a Comprehensive Plan for the development of our City.

The challenge to Jersey City, contained in this Master Plan, is a significant one. We must accept that challenge and endeavor to insure the future growth and prosperity of our City.

Sincerely yours,

  
Mayor



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# *Introduction*

This is the third master plan for the City of Jersey City. The earliest, made in 1912, was a "Suggested Plan of Procedure," and it embodied several hundred specific recommendations for the physical improvement of the city. Plan number two, completed during 1920, was a comprehensive plan for the development of the entire city, well organized and executed by a group of capable and public spirited local engineers. In terms of technical competence, this present report cannot pretend greatly to excel its two predecessors. Indeed, it can almost be said of all our present recommendations that those not already anticipated in 1912 are very likely to be found in the 1920 volume.

## **1912 "REPORT OF SUGGESTED PLAN OF PROCEDURE"**

E. V. Goodrich and George B. Ford, an engineer and an architect, were retained in 1912 by a Jersey City Plan Commission then in existence to "study the problems of city planning with reference to Jersey City and to report to the Commission on the best methods of procedure with regard to the development of the city along practical city planning lines." The two men, prodigious hikers, personally walked through the existing 64 miles of city streets, trailed by a stenographer to whom they dictated their observations as fast as they made them. They reported "only the first instance of each condition" and compiled a thick book of notes. Later, in the leisure of their office, Goodrich and Ford organized their comments into a series of recommendations covering every phase of municipal responsibility

Perhaps the best way to gain an appreciation of their far-sightedness is to read through a number of their specific suggestions, which have a weird timeliness after thirty-five years. We will meet these ideas again during the course of plan number three, the present Master Plan Report.

Study possibility of using land at bluff east of Waldo Avenue for public buildings or playgrounds.

PS No. 7 (Congress and Central) no play space. PS No. 24 (Virginia) no play space.

Study territory between Boulevard, St. Pauls, Summit and Newark Avenue for a housing area.

Consider possibility of developing land between Cornelison Avenue and Merseles Street and between Montgomery Street and Grand Street, where streets are still ungraded and uncurbed, as a residential tract for houses of cheap rent.





Fine large trees on Communipaw Avenue are going to ruin because not properly cared for.

For a full appreciation of the following proposed street improvements the reader is invited to refer to our map "MASTER PLAN—Major Streets," with a sigh for pre-World War I construction prices and land values.

Widen Bates to connect Pacific and Brunswick Streets.

Extend Park Street through to Summit and extend Ocean Avenue northward between Bramhall and Clinton.

Improve connection of Old Bergen Road to Avenue C in Bayonne.  
Connect Jackson and Monticello between Communipaw and Harrison.

Also widely recommended were:

Traffic counts and a survey of all main streets at critical points; railroad unification and a belt-line to free the waterfront in part for municipal dock development; the special development of the land south of Paulus Hook on the Basins; and the segregation of residence from industry, preventing the intrusion of non-residential uses into the good residential section of the Horseshoe west of Grove Street.

Make the entire bluff from Fairmount to the west Hoboken line, at present unoccupied, into a "Morningside Heights" type of park.

The Public Service Corporations should be required to put much more than one mile of wires underground per year.

## **THE JERSEY CITY DEVELOPMENT PLAN OF 1920**

Even more complete was the report submitted to the City Commissioners in the fall of 1920 by a board of engineers appointed earlier that year. This Board has been created to "provide a comprehensive plan for the expansion of Jersey City's water and rail transportation facilities," but it had found itself obliged to widen its report to include "better interior street articulation, a more satisfactory means of disposing garbage and ashes, sewerage facilities, parks and playgrounds, street lighting, passenger transportation and zoning." Faced with the impossibility of completing the work within the limited time allotted, the Board recommended that the study be continued by a lay planning board directing an experienced engineer who would give "his constant attention" to the preparation of the plan.

Within the few months at their disposal, however, the Engineers produced a remarkable report, many aspects of which, like the Goodrich-Ford study, are entirely valid today. Some of the projects recommended were carried out to the great benefit of the city. Others were neglected





and will appear later as improvements still urgently needed. Time has proved a minor number of the proposals unnecessary or infeasible.

It is interesting to note some of the recommendations which came to fruition:

the Boulevard Bridge north of Journal Square; the pedestrian underpass from Loews to the Tubes; north-south transit the full length of the Boulevard; State Highway No. 1 by-passing the city on the west side; the removal of street car tracks from Henderson Street; Fitzgerald-Holota, Washington and Arlington Parks.

Equally significant and instructive is a list of projects which were not carried out and consequently must now be programmed. The 1920 report warns specifically,

"The longer improvements are delayed, the more costly they become; time is, therefore, of the essence of city planning, for each day creates new obstacles to be removed."

And it urges the earliest possible development of the following measures, all repeated in our present highway program (at much higher cost):

A trucking speedway serving the New York Bay waterfront; the widening of Henderson Street from Grand Street to Hoboken; the extension eastward of Broadway on a bridge over the Pennsylvania tracks; the improvement of Pavonia Avenue from the Boulevard to Newark Avenue with a traffic circle at the junction with Palisade Avenue; a connecting link between Jackson Avenue and Monticello at Communipaw Avenue; the extension to Summit Avenue of Central Avenue; the connection of Ocean Avenue to Summit on the hillside west of the Junction; a complete railroad belt-line; the unification of railroad facilities to release part of the waterfront for intensive deep sea terminal facilities; a waterfront development at the Little Basin; and an adequate treatment of the Holland Tunnel Approaches and Plazas, where upon completion of the tunnel "ample parkways, plazas, widened roadways and beautiful vistas . . . should greet the visitor as he emerges from the tunnel, presenting to him the impression of a beautiful gateway to the State of New Jersey, a picture to cling in his memory, spreading the fame of Jersey City's growth to a city beautiful and prosperous."

## 1948

Why a new plan if the old ones contain an ample backlog of worthy projects still to be accomplished? What meaning is to be drawn from the fact that measures appropriate a third of a century ago are also appropriate today? Are we to conclude that basically the city is little different, merely older and more worn? Wherein is this present plan different?

More important than any technical advances in the art of city plan-



ning, what we have gained in the intervening years is perspective. The writers of the 1920 report made no mention of the earlier planning effort; and while they reveal a vague uneasiness about the fate of their own volume, emphasis is on presenting a finished and logical set of fully detailed engineering plans, relying on the inherent worth of the proposals to insure their accomplishment. We have exerted our efforts rather toward developing a broad overall pattern than in concentrating on the engineering details of a number of special projects.

Engineering drawings soon become obsolete; they are of little value unless they are used in actual construction. Accordingly, such working drawings should be made only after circumstances are ripe for the projects to proceed. Furthermore, it is impossible to weigh the relative need for a particular improvement until its setting in the whole plan has been determined. Our report, then, seeks to establish a co-ordinating pattern for the city, looking more carefully at the system of roads than at a few urgent highway links, more at the overall recreation needs than at the site plan of a particular park or boat basin.

A second important difference between this and the older plans is its emphasis on the need to improve the quality of the residential areas that play such a predominant role in the lives of the inhabitants. In the present report the continuous and unmanageable stretch of residential land is subdivided into "planning districts." These are areas small enough in scale to be considered and planned in proper relation to the individual citizen and his family. Thus the plan, reaching all levels of the civic community, is capable of enlisting equally broad support.

Increasingly, we underline today the essential nature of wide public endorsement as a precondition to the success of a master plan. A minor part of the plan can be carried out by the public officials: the major part of any city plan must be carried out by the public as private citizens. This they can accomplish only if the plan has become part of their own thinking, part of their way of doing things. In large part, the failure of the early plans stems from a failure to understand the urgency of city-wide participation in the master plan program.

Finally, the present Master Plan is set in a legal framework that is considerably more promising of results than the tentative legislation that enabled the earlier reports. An enlightened and determined citizenry today, having embraced a plan, has many of the legal tools needed for shaping the city toward the chosen concept of what it ought to become.

## **WHAT IS THE MASTER PLAN?**

Perhaps the best way to explain what this Master Plan report is about is to review briefly the legislative act that authorizes such a plan, the Municipal Planning Enabling Act, Revised Statutes 40:55-1 to 40:55-21, which states in part:





40:55-6. *Planning board; general powers and duties; master plan.* The planning board shall make and adopt a master plan for the physical development of the municipality. . . . The plan, with the accompanying maps, charts, drawings and descriptive matter, shall show the board's recommendations for the development of said territory, including among other things, the general location, character and extent of streets, subways, bridges, waterways, water fronts, parkways, playgrounds, squares, parks, aviation fields, and other ways, grounds and open spaces, the general location of public buildings and other public property, and the general location and extent of major public utility and terminal facilities, whether publicly or privately owned, and general plans for the removal, relocation, widening, narrowing, vacating, abandonment, change of use or extension of any of the foregoing ways, grounds, open space, buildings, property, utilities or terminals. As the work of making the whole master plan progresses, the board may from time to time adopt and publish parts thereof, any such part to cover one or more major sections or divisions of the municipality or one or more of the aforesaid or other functional matters to be included in the plan. The board may from time to time amend, extend or add to the plan. In the preparation of the master plan the planning board shall give due consideration to the probable ability of the municipality to carry out, over a period of years, the various projects embraced in the plan without the imposition of unreasonable financial burdens. . . .

Thus we see that the Master Plan is a flexible document, consisting of a number of connected reports and maps and capable of being changed from time to time in response to new conditions and experiences. Once adopted by the Planning Board, the Master Plan has a considerable degree of legal control over the development of the city.

40:55-7. *Improvements submitted to board; governing body may overrule board.* Whenever the planning board shall have adopted the master plan, or any part thereof, no street, square, park or public way, ground or open space, or public building or structure, or major public utility, whether publicly or privately owned, shall be constructed or authorized in the municipality, or in the part thereof shown in the master plan as adopted, until the location, character and extent thereof has been submitted to the planning board for approval. The planning board shall, as soon as conveniently possible, report in writing to the governing body its action thereon, and in the case of disapproval its reasons therefor. The governing body may overrule such disapproval by a recorded vote of not less than two-thirds of its entire membership. . . .

The Master Plan is not the same as the Official Map of the city, which is a map of legal streets adopted by vote of the Commissioners. The Commissioners, however, may adopt portions of the Master Plan and incorpo-





rate them in the Official Map if they see fit. The Master Plan is usually more flexible and less specific than the Official Map; and therefore only the more definite elements of the Master Plan generally are made official by ordinance. While the simple vote of the Planning Board is sufficient to adopt or modify the Master Plan, the Official Map is established or altered only by vote of the City Commissioners. In order to create an intelligent Master Plan, it is necessary to take account of many factors in the life of the city which are not in themselves actual elements of the plan. The proper limits of the planning report are best understood in reference to the paragraph which sets forth the purpose of municipal planning.

40:55-10. *Purpose of municipal planning.* In the preparation of the plan and map the planning board shall cause to be made careful and comprehensive surveys and studies of present conditions and future growth of the municipality, due regard being taken to its relation to neighboring territory. The plan and map shall be made, with the general purpose of guiding and accomplishing a coordinated, adjusted and harmonious development of the municipality and its environs which will, in accordance with present and future needs, best promote health, safety, morals, order, convenience, prosperity and general welfare, as well as efficiency and economy in the process of development, including among other things, adequate provision for traffic and recreation, the promotion of safety from fire and other dangers, adequate provision for light and air, the promotion of the healthful and convenient distribution of population, the promotion of good civic design and arrangement, wise and efficient expenditure of public funds, and the adequate provision of public utilities and other public requirements.

## STRUCTURE OF THIS MASTER PLAN REPORT

Because the Master Plan legislation is broad and somewhat general, it is not possible completely to disengage those elements which are subject to legal action from all the other interconnected elements and all the supporting and clarifying data. To the extent possible, however, this report presents the major elements of the Master Plan in abbreviated form. The three sections of this report correspond to the three separate maps that were needed to depict what is really one pattern. Several complementary maps were drawn simply because one single map with all the data would have appeared too confusing.

The Planning Board has on file reports which amplify in detail what is shown briefly and diagrammatically in this Master Plan. These reports embody the reasons, the qualifications, the alternatives. Occasionally they suggest measures that are not yet within the legal power of the municipality or of the Planning Board, but which are deemed necessary to carry out the purposes of the Master Plan.



# *Master Plan*

**a. LAND USE**

**b. RESIDENTIAL PLANNING DISTRICTS  
RECREATION AREAS AND SCHOOLS**

**c. STREETS AND HIGHWAYS**





# I

## AREAS ALLOCATED TO VARIOUS USES IN THE MASTER PLAN COMPARED WITH EXISTING LAND USE AND PRESENT ZONING

(All Figures Given in Acres <sup>1</sup>)

	Master Plan	Existing Land Use <sup>2</sup>	Present Zoning
Residential	1,940	2,140	(1,790)
Parks, Recreation Areas and Public Grounds	1,300	430	( 430)
Semi-Public Institutions	100	90	( 90)
Sub-Total	3,340	2,660	2,310
Cemeteries	200	190	190
Business and Shopping	300	350	490
Railroads (Trunks and Yards)	2,440	3,000	(3,000)
Waterfront, Manufacturing and Heavy Commerce	2,070	560	(2,410) <sup>3</sup>
Sub-Total	4,510	3,550	5,400
Streets and Highways	1,520	1,480	1,480
Unused		1,640	
Total	9,870	9,870	9,870

<sup>1</sup> To bulkhead only except railroad property and excluding property of Department of Defense at Caven Point.

<sup>2</sup> As of January, 1948.

<sup>3</sup> Includes 540 Light Industry and 1,870 Heavy Industry.



# MASTER PLAN

## Land Use

Upon the effective and orderly use of the land within its boundaries depends the continued prosperity of a city. Full and efficient utilization of its potential industrial sites; good access to rail, highway and waterborne lines of transport; proper placement and development of its residential sectors and their attendant green areas for recreation; convenient location of the hubs of administrative, mercantile and business activity—these are essentials for the permanently successful functioning of a modern municipality.

The “Master Plan of Land Use” presents a scheme for the improvement of Jersey City’s physical arrangement in these terms. It is not a plan for an idealized “city of the future,” but an attainable pattern based on a progressive amelioration of the city as it exists today. The extent of this proposed amelioration is such that it may be achieved within a reasonable length of time, perhaps a generation if there is a period of building construction ahead.

Few drastic, large-scale changes over the Jersey City of 1948, therefore, will be found in this map. Rather it shows a clarification and extension of patterns of land-use which have already established themselves in the city during the normal course of its growth. (The acreages of the various areas shown on the map are given in Table I, which compares them with the corresponding figures for existing land use and for existing zoning.)

### Residential Areas

Probably the most obvious and common-sense of the patterns adopted is the broad distinction between residential occupancy of the central highlands of the city, and the location of factories, railroads and shipping on the flatlands extending east and west from the base of the hill. Haphazard variations from this arrangement, in the course of which areas of industrial blight have appeared scattered throughout many residential districts and scattered residences clog orderly industrial growth in others, are scheduled for eventual removal in the plan, and that area of the city which is judged functionally suitable for residence is defined with some precision.

This definition extends to the old Downtown and Lafayette portions of the city, where a well

considered municipal policy seems necessary to preserve part of the long-established residential quarters there from extinction. However, it does not include such remnants of housing within industrial sections as are found north of Wallis Circle in old Marion or east of Henderson Street in the old Horseshoe. The report entitled, *RESIDENTIAL PLANNING DISTRICTS*,\* contains a full exposition of the principles which have guided this aspect of the master plan preparation. At present there is a large gap between the amount of land devoted wholly or partially to residential use and the amount so assigned in the zoning ordinance. This leaves some 350 acres of dwellings unprotected. The net effect of the shift in land uses suggested in the Master Plan slightly lowers the area actually to be built upon by dwellings, but it greatly enlarges the land residentially used if we include the attendant parks and recreation areas.

### Parks, Recreation Areas and Public Building Grounds

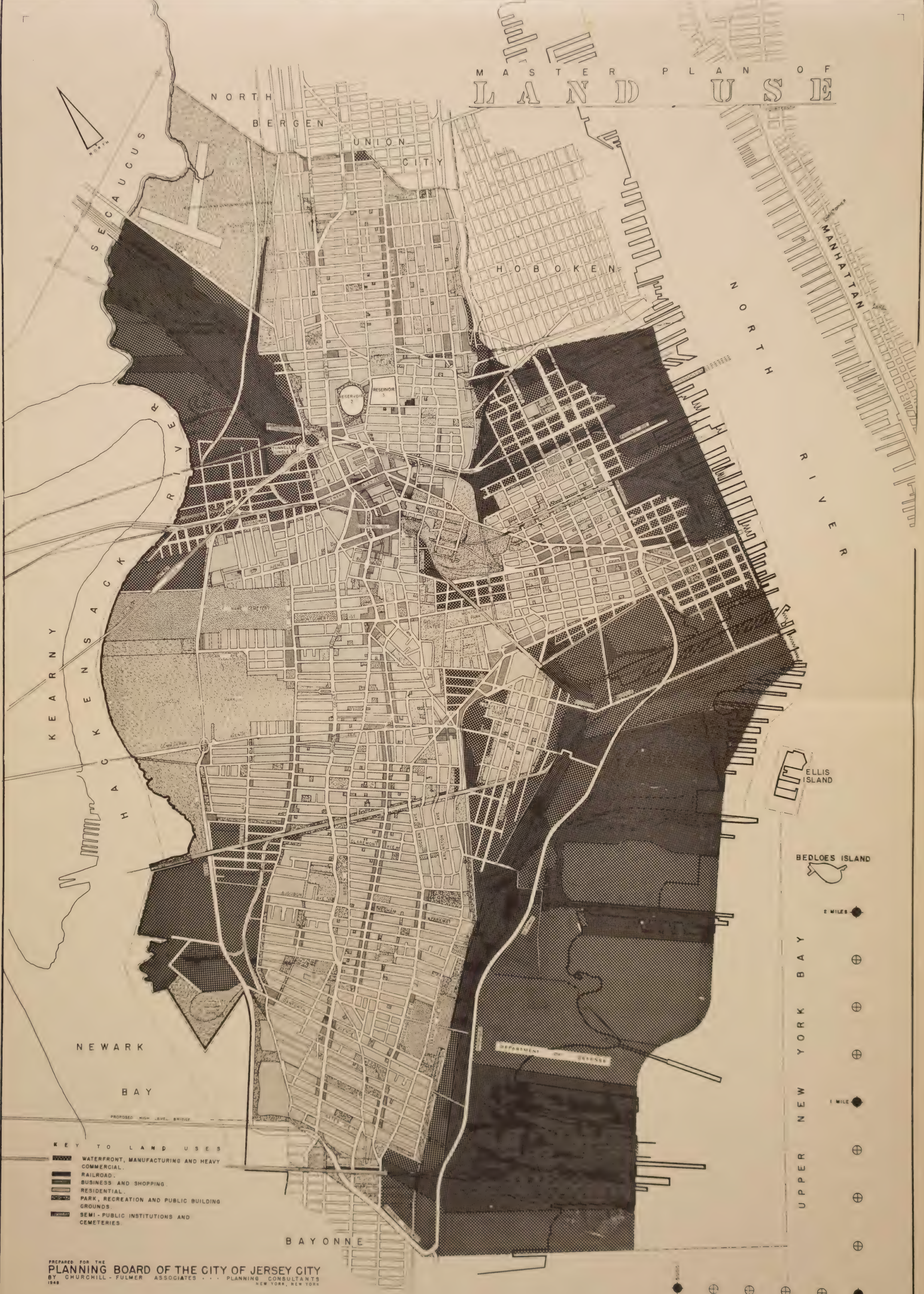
As part of the process of delimitation and rehabilitation of residential sections, the plan lays down a system of buffer strips along their borders, intended to permanently protect them from any harmful effects due to the proximity of industrial tracts.

These buffer strips are shown on the map in the same symbol as the general park and green-area system, of which they form an important part. This system comprises another important feature of the Master Plan. Its most typical element is the series of “community-center” greens, which, together with an extended network of parks, playgrounds and playfields, serve the various residential districts. Probably the most outstanding new feature of this expanded park system is the belt of green projected to connect the newer Journal Square section of the city with the older Downtown. This belt is made up of the recommended 18-acre Civic Center at the crest of the hill between Newark Avenue and the Island and an additional 19 acres to be reclaimed by conversion of the present Waldo railroad yards. This “central park” is intended to serve as a new and pleasing focus for the entire city, replacing the





M A S T E R P L A N O F  
L A N D U S E



KEY TO LAND USES

- WATERFRONT, MANUFACTURING AND HEAVY COMMERCIAL.
- RAILROAD.
- BUSINESS AND SHOPPING.
- RESIDENTIAL.
- PARK, RECREATION AND PUBLIC BUILDING GROUNDS.
- SEMI-PUBLIC INSTITUTIONS AND CEMETERIES.

PREPARED FOR THE  
PLANNING BOARD OF THE CITY OF JERSEY CITY  
BY CHURCHILL-FULMER ASSOCIATES . . . PLANNING CONSULTANTS  
NEW YORK, NEW YORK  
1948





core of industrial blight that now hampers proper civic development.

Other important recommendations expressed in the park and recreation area pattern are the extension of Montgomery Park southward to improve the setting of the Medical Center and provide more recreation space for Downtown; the utilization of the Tonnele meadows for a golf course and possible future airpark and further extension of the Lincoln Park waterfront acreage. No distinction is made in this map between presently existing green areas and additional ones projected as a result of the planning study. The supplementary Master Plan map, "Parks, Recreation Areas and Schools" makes the distinction, and the rationale of this part of the land-use program is discussed in considerable detail in the report on Parks, Recreation Areas and Schools.\*

Except for a projected increase in industrial land, the proposed extension of park, recreational and public grounds represents the most striking change in the Master Plan pattern over the way land in Jersey City is now used. In effect, it is suggested that a portion of the more than 1,600 acres now unused be earmarked to raise the quality of the living sections of the city, but that the larger part of the vacant land be improved so as to attract industrial development.

### **Semi-Public Institutions**

The amount of land to be devoted to Semi-Public Institutions has been revised somewhat upward with the aim of providing a certain amount of expansion for existing institutions and land for new and additional ones.

### **Cemeteries**

The Master Plan shows the city's cemeteries much as they are now. A slight increase in acreage resulted from simplifying some of their boundaries, however.

### **Business and Shopping**

Another essential element in the land use pattern of the city is the location and extent of the shopping and business districts. These are indicated on the Master Plan as they were determined by studies based on population distribution, traffic movement, store vacancies and other factors. The report on CENTRAL BUSINESS DISTRICTS\* contains an exposition of the studies and of the resulting shopping and business area patterns. The total area contained in these proposed

districts amounts to 300 acres, somewhat less than the 350 acres now bearing structures intended for such use, and a substantial reduction from the 490 acres now zoned for business in the city. "Overzoning" for business purposes is one of the important accessory causes of residential blight, and the Master Plan offers a correction of this condition. As will be shown later, an ample margin is allowed over the area now in profitable use for central shopping and business activities.

No attempt has been made to distinguish parking zones within the shopping areas designated in the Master Plan. It is assumed that any future redevelopment of the shopping and business sections will include appropriate parking facilities, to be determined in the course of more detailed planning studies and legalized by appropriate enabling legislation and municipal ordinances.

### **Railroads**

Although in long range terms we expect a major part of the land now used by the railroads to revert to other uses, in the present stage of the planning we have suggested a more modest shift, reducing the area from the 3,000 acres now held for railroad use to 2,440 acres. A portion of the area deducted has gone to park use: the major amount to industrial and waterfront development.

Eventually the railroads ought all to be electrified and the cuts covered over as they are in New York and other cities. When this is done, the air rights over the cuts will become available for productive use.

### **Industry**

As a natural corollary to the demarcation of residential areas and their associated business districts within the city, the Master Plan assigns suitable areas for continued manufacturing and heavy commercial development. Some 2,070 acres are included in the six industrial planning districts so designated. The bulk of this area is flatland adjacent to waterfront, except for two small, long-established interior tracts, Montgomery and Westervelt. All but Westervelt are served by the railroads.

In general, the proposed industrial districts take in the lands now zoned and used in this category with the addition of an area south of the Big Basin. However, three extensive tracts now zoned for industry but virtually undeveloped have been reclassified as part of the proposed expanded park





system. As a result of this change and the elimination of several smaller spots of industrial intrusion into residential districts, the total proposed industrial area has been reduced from the 2,410 acres now zoned, to 2,070 acres, but it remains well above the 560 acres now actually used for industry. These figures are explained in the report on WATERFRONT, MANUFACTURING AND HEAVY COMMERCE.\*

### **Streets and Highways**

Land proposed for streets and highways has been increased slightly from 1,480 to 1,520 acres. The major contribution to this addition consists of rights-of-way for the two through highway

routes: the East Side Highway and the extension of State Route No. 1 northward through the Tonelle meadows. While it was considered premature to lay out a complete street network in the undeveloped portions of the city, it can be expected that additional land will be converted to street use from time to time beyond what is shown on the map.

### **Unused Land**

At present some 1,640 acres of land are wholly undeveloped, the greater part zoned but not used for industry. All such land is assigned for specific use or development in the Master Plan.

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\*Report on file with the Planning Board.



# MASTER PLAN

## Residential Planning Districts, Recreation Areas and Schools

This division of the Master Plan is concerned with the residential portions of the city and presents a pattern of public recreation areas and school facilities in relation to proposed residential planning districts.

Initially, the map shows the external boundaries of such districts of the city as are considered suitable for residential use. Within these indicated boundaries, zoning laws and municipal policies should be directed towards establishing and maintaining land uses compatible with a rising standard of housing and living requirements. Elimination of industrial and heavy commercial activities, reduction or increase of population density where necessary, bypassing of through traffic, effective placing of parks, school buildings and other public facilities, demolition and rehabilitation activities—these are processes through which the character of the designated residential areas may be improved.

As a means of clarifying and directing such a policy, the map depicts a pattern of residential planning districts into which the residential area of the city has been subdivided. These districts are geographic units of the city of manageable size in which topography, street pattern, population-distribution and other factors combine to indicate an actual or potential degree of community identity.

The formal establishment and confirmation of this geographic pattern of residential communities in the Master Plan in turn facilitates the designation of arterial streets, the location of schools, parks and playgrounds, the proportioning of shopping and parking centers, the working out of zoning provisions, all in terms of communities scaled to the daily life of family-neighborhoods with common centers of interest.

Twenty-two residential planning districts are proposed, varying in size from 119 acres to 285 acres, and in present population from 800 families to 6,600 families. The borders of these districts are indicated on the map in heavy dotted lines; tentative names for each district were drawn from local features. A more thorough discussion of the principles involved in this entire procedure will be found in the report on RESIDENTIAL PLANNING DISTRICTS\*.

The pattern of public open areas, parks and recreation spaces resulting from a study of the city

on this basis is also depicted. These areas have been designed to (1) provide for each planning district a central community green two or more acres in extent to accommodate an elementary school, principal playground, park and various buildings devoted to community activities; (2) where necessary, insulate each community by buffer park strips from neighboring tracts or intruding segments of incompatible land use; (3) provide public play and rest space well distributed throughout the congested portions of the city; (4) provide athletic and sports facilities located with reasonable convenience for the major sections of the city; (5) provide sites for certain specialized cultural and recreation facilities of importance to the city as a whole: a Golf Course, a Civic Center, etc.

There has been no attempt to differentiate between the functions of the various public recreation areas designated at the present stage of the Master Plan. In many cases several functions are intermingled in one general area. The final design of each area should be determined only by detailed studies made at the time of actual development. Existing areas, however, are distinguished from those proposed by different hatching patterns (see Key).

An overall pattern for the location of schools is also depicted in the map. It is considered highly desirable that the elementary school, one of the strongest formative influences in community life, be placed at the community center in close affinity with the playground, the community green, recreation building, etc.

Thirteen existing elementary school buildings meet this requirement and are shown on the map in their present ground plan and location; the remainder needed to round out the planning districts are shown as proposed school buildings and are indicated by solid circles. Some suggested shifts in the functions of existing schools are also indicated by means of the keyed symbols.

The foregoing principles will be found amplified in the report on PARKS, RECREATION AREAS AND SCHOOLS\* as well as in the previously mentioned report on Residential Planning Districts\*.

Data related to these Master Plan proposals are summarized in Tables I and II.

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\*Report on file with the Planning Board.





# RESIDENTIAL PLANNING DISTRICTS

## NORTH RECREATION AREAS AND SCHOOLS







# I

## RESIDENTIAL PLANNING DISTRICT STATISTICS

Planning District	Gross District Area in Acres <sup>1</sup>	Population in Thousands (1940) <sup>2</sup>	Gross District Pop. Density in Acres (1940)	Proposed Population in Thousands <sup>3</sup>	Existing Community Recreation Area in Acres	Existing General Recreation Area in Acres <sup>4</sup>	Total Existing Recreation Acreage Per Thous. Pop.	Proposed Add'l. Community Recreation Area in Acres	Proposed Add'l. Gen'l. Recreation Area in Acres <sup>4</sup>	Total Proposed Recreation Area Per Thousand Pop.
Riverview -----	223	16.8	75	16.8	5.9	20.4	1.54	4.6	28.8	3.45
Summit -----	128	9.5	74	9.5	0.3	11.6	1.22	7.8	16.2	3.64
Penn Horn Slope -----	149	5.7	38	11.3	5.7	6.9	2.19	10.4	19.3	4.25
Pershing Heights -----	119	10.2	86	10.2	0.	12.4	1.19	1.8	17.4	3.01
Hudson Heights -----	187	13.1	70	13.1	1.1	15.9	1.27	12.5	22.4	3.87
Reservoir Heights -----	202	11.8	58	15.4	1.1	14.3	1.28	17.5	26.4	4.04
Central Hill -----	286	18.8	66	29.4 <sup>5</sup>	0.3	17.3	0.93	17.5	59.8	3.51
Fairmount -----	161	11.8	73	11.8	4.2	24.2	2.39	11.3	16.3	4.65
Lincoln -----	210	15.4	73	15.4	8.2	31.6	2.56	2.4	21.3	4.00
Arlington -----	176	11.1	63	11.1	3.4	22.8	2.34	13.9	15.3	4.90
Bergen Heights -----	163	12.4	76	12.4	0.9	25.5	2.10	10.3	17.1	4.24
West Bergen -----	157	9.2	59	11.9	1.4	18.9	2.18	10.8	16.4	4.37
Marion -----	192	16.2	84	16.2	2.5	33.2	2.18	10.0	22.4	4.08
South Arlington -----	124	9.6	77	9.6	0.5	9.3	1.00	18.9	17.0	4.70
Audubon -----	149	9.7	65	9.7	1.6	9.4	1.12	8.1	17.2	3.68
Bayside -----	212	17.1	81	17.1	11.3	16.7	1.61	6.4	30.3	3.72
Sterling -----	200	13.0	65	15.1	2.7	12.6	1.16	14.3	26.8	3.81
Columbia -----	232	11.8	51	17.6	5.2	11.5	1.39	17.0	31.3	3.94
Romar -----	140	3.4	24	10.6	0.3	3.3	1.04	15.9	18.8	4.21
Hamilton Village -----	239	27.7	116	25.4	9.9	37.1	1.68	20.5	61.5	3.95
Van Vorst -----	165	17.6	107	16.6	3.9	23.6	1.56	9.3	40.2	4.54
Lafayette -----	129	12.1	94	10.7	4.4	16.2	1.68	14.4	25.9	5.51

<sup>1</sup> Excluding large non-residential areas within residential planning district boundaries, as reservoirs, Medical Center.

<sup>2</sup> Excluding persons living outside proposed residential planning districts.

<sup>3</sup> Based on assumption of increase of population in undeveloped districts to 20 families per acre (city-wide average).

<sup>4</sup> Proportion of all general recreation area allotted on population basis.

<sup>5</sup> Based on assumption of increase of population density to 30 families per acre (multi-story apartments under modern maximum density zoning).



## II

### RESIDENTIAL PLANNING DISTRICT STATISTICS ELEMENTARY SCHOOL FACILITIES

Planning District	New Site Recommended	Existing Site Retained	Site Ultimately Available For Other Use <sup>1</sup>
Riverview -----	-----	PS #8, <sup>2</sup> 28	PS #7
Summit		PS #27 <sup>2</sup>	
Pen Horn Slope -----	Bleecker and Columbia	-----	PS #25
Pershing Heights -----	South St. and Pierce Ave.	-----	-----
Hudson Heights -----	Jefferson and Baldwin	-----	PS #6, 26
Reservoir Heights -----	Collard and Beacon	-----	-----
Central Hill -----	Vroom and Tuers	-----	PS #11
Fairmount -----	-----	PS #18 <sup>2</sup>	PS #12
Lincoln -----	Duncan and Hudson	-----	PS #17
Arlington -----	Union and Arlington	-----	-----
Bergen Heights -----	Union and Bergen	PS #24 (P)	PS #14
West Bergen -----	Clendenny and Mallory	-----	PS #33
Marion -----	-----	PS #23 (P), 35	-----
South Arlington -----	Bayview and Arlington	-----	PS #29
Audubon -----	Culver and Hudson	-----	-----
Bayside -----	Armstrong and VanCleaf	PS #20 (P) <sup>2</sup>	PS #15
Sterling -----	Van Nostrand and Sterling	-----	PS #34 (V)
Columbia -----	Pearsall and Bergen	PS #30 (P)	-----
Romar -----	New filled property	-----	-----
Hamilton Village -----	Jersey and Fourth	Ferris (P)	PS #2, 21, 37, Ferris Annex
Van Vorst -----	-----	PS #9, <sup>2</sup> 3 (E)	PS #26
Lafayette -----	-----	PS #22	

<sup>1</sup> Assuming amortization and demolition of existing schools enumerated, and transfer of functions to other schools.

<sup>2</sup> Existing building more than 40 years old (1948).

NOTE: (P) represents proposed primary use of building.

(E) represents proposed elementary use of building.

(V) represents proposed vocational use of building.

Master tables showing recreation area and population computations in greater detail are on file at the Planning Board offices. These break down areas by use-classifications, as parks, playgrounds, community green, buffer strips, playfields, etc.





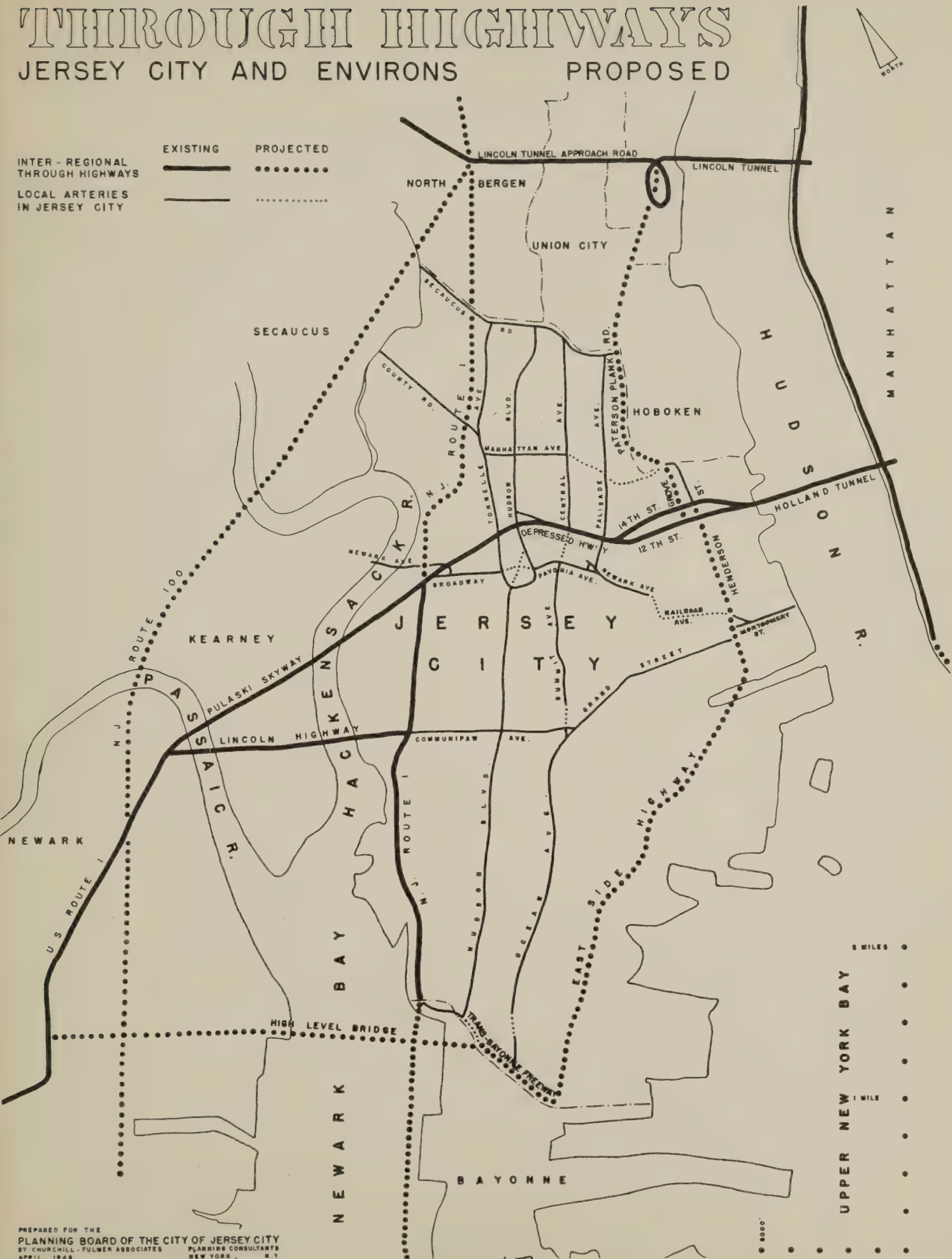
# THROUGH HIGHWAYS

## JERSEY CITY AND ENVIRONS

### PROPOSED

INTER-REGIONAL  
THROUGH HIGHWAYS  
LOCAL ARTERIES  
IN JERSEY CITY

EXISTING  
PROJECTED





# MASTER PLAN

## Streets and Highways

The purpose of this section is to establish an overall pattern of streets and highways for Jersey City, adequate for the needs of through traffic and for getting around conveniently within the city. We shall treat the question of highway transportation broadly without examining the individual detailed problems of specific locations, for the latter are taken up in the report entitled **SELECTED HIGHWAY PROBLEMS\***. The following discussion classifies the streets and highways into four groups:

1. **Inter-Regional Through Highways**—the long distance through routes which connect the northeastern New Jersey-New York Port Region with the neighboring regions of Central Jersey and Pennsylvania and beyond.
2. **Local Arteries**—main routes linking Jersey City to other cities within the same region and major city traffic distribution routes.
3. **Connecting Streets**—streets which are needed to inter-connect the various neighborhoods and business sections of the city.
4. **Land Service Streets**—streets whose primary function is to give access to abutting land.

The ideal would be for each of the above highway types to serve only for its special purpose; but in practice inter-regional highways generally are used to some extent as local arteries, local arteries as connecting streets, etc., with all streets and highways except freeways used for land service, for giving access to abutting property. Nevertheless, it is good planning practice to reduce such mixed uses to a minimum.

### Inter-Regional Through Highways

The accompanying diagram, "Through Highways," shows the pattern of existing and projected inter-regional through routes proposed for Jersey City and its environs. These are shown in their relation to the pattern of local arteries within the city. The principal existing through highway is U. S. Route No. 1, which enters Jersey City on the Pulaski Skyway and proceeds through the Depressed Highway to the Holland Tunnel via 12th and 14th Streets. N. J. State Route No. 100, the next major highway to be built in the region, is to be a freeway paralleling U. S. Route No. 1 from the south as far as Newark and thence crossing the Kearny and Secaucus meadows to connect

with the approaches to the Lincoln Tunnel in North Bergen. Upon completion of the trans-meadow portion of this projected route, Tonnele Avenue which now serves inter-regional traffic bound for mid-Manhattan will revert to the classification of a local artery.

Mr. Frank J. Radigan, Hudson County Engineer, has proposed a circumferential highway for Hudson County. This route would start at N. J. State Route No. 25 in Newark and cross Newark Bay on a high level bridge near the Lehigh Valley-Pennsylvania Railroad Bridge, where it would join a projected freeway to New York Bay. This freeway, on which construction contracts are to be let in 1948, will follow the line of the old Morris Canal across the Bayonne Peninsula. In order to avoid blighting the excellent site for potential housing on the fill east of the present alignment of State Route No. 1 at the southwest corner of Jersey City, the junction between the new bridge and the Hudson County highways should be made south of the present intersection of State Route No. 1 and Hudson Boulevard. The eastern end of the freeway is intended to meet a proposed north-south express highway to be constructed from Bayonne to the Lincoln Tunnel along the east side of Bayonne and Jersey City and through the west side of Hoboken. The alignment through Jersey City that we have shown on the Master Plan is our recommendation pending further study. A discussion of the problems involved will be found in the report on **SELECTED HIGHWAY PROBLEMS\***.

In Weehawken the County Engineer's alignment for the Circumferential Highway continues westward via the Lincoln Tunnel approach highway system to an intersection with the projected N. J. State Route No. 100. It then goes south on a proposed new alignment for N. J. State Route No. 1—through the Tonnele meadows, along Duffield Avenue, under Newark Avenue, the Pennsylvania Railroad and Broadway—joining the existing N. J. State Route No. 1 just south of Broadway and following it south to a junction with the freeway to New York Bay. All of the proposed County Circumferential Highway comprises legislated state highways excepting the link along the east side of Jersey City south of the Holland Tunnel and the proposed reconstruction of N. J. State Route No. 1 north of Broadway.





At the present time Lincoln Highway (Communipaw Avenue) and State Highway No. 1 north of it are intensively used by trucks, which are prohibited on the Pulaski Skyway. Our studies of traffic at Tonnele and Wallis Circles (described in the report on SELECTED HIGHWAY PROBLEMS\*) indicate that, upon completion of State Route No. 100 and the southern and eastern links of the proposed County Circumferential Highway, traffic making the turn between Lincoln Highway and State Route No. 1 will be very much reduced and no longer will be predominantly inter-regional in character.

The entire network of inter-regional through highways described above should be constructed as a system of freeways. With such a network completed we believe that the problem of long distance traffic through Jersey City would be solved for many years to come.

### **Local Arteries and Connecting Streets**

A proposed system of local arteries and important connecting streets is shown on the map, MASTER PLAN—MAJOR STREETS. This network is composed largely of existing streets, with minor connections proposed which would straighten alignments and fill in certain inconvenient gaps. A detailed discussion of each such connection will be found in the report on SELECTED HIGHWAY PROBLEMS\*.

Most of the local arteries and connecting streets in Jersey City are too narrow. This will become more and more evident in the future when the land lying between them is redeveloped with minor streets vacated for other uses, so that an increasing proportion of traffic will be diverted to the major streets on the neighborhood boundaries. The minimum right-of-way for such streets should be 80 feet, with 100 feet preferable for local arteries. The expense of acquiring wide rights-of-way for all of the major streets in the city would be prohibitive at the present time. However, when proposed new connective links are built, a full 100 feet should be acquired at once, except where such a width would add exorbitantly to the cost. In no case should less than 80 feet be acquired for new construction.

As a means of reducing acquisition costs at a future date when it may become feasible to widen considerable lengths of the major streets, an attempt might be made to discourage new construction in the projected street rights-of-way. Toward this end the rights-of-way might be mapped as official streets or new building set back lines might

be established on all streets designated as local arteries or as important connecting streets. Then, when obsolete abutting structures are replaced a full 100 feet of width will become available between buildings. While some cities already have the power to alter building lines to expedite future street widening, Jersey City presently lacks such power. We recommend, therefore, that the necessary legislation be sought.

### **Land Service Streets**

The existing pattern of local streets appears as a background on the map of Major Streets. Jersey City is no exception to the general rule that streets in our cities were arranged more for the convenience of land exchange than for the effective use of the property. The local streets here are patterned after the gridiron, and the history of Jersey City is told where the axes of the street gridirons change direction. Thus, the pattern around Bergen Square, or the orientation of Lafayette, or the sharp change of alignment on each side of lower Newark Avenue record the former independence of old Bergen, Lafayette, Paulus Hook and Gammontown.

Wherever variously slanted gridirons meet, the consequent angles result in property shapes that are difficult to build upon. It is likely that the Planning board will trim many of these ragged edges about the city when it reaches the stage in planning that enables a detailed study of each neighborhood. Triangular blocks, too small to use now, often can be utilized effectively after they have been annexed to larger adjacent blocks by the abandonment of unnecessary streets. This process will be an integral part of the proper redevelopment of the city's substandard areas.

Another consequence of the mechanical application of the gridiron to the platting of streets is the violation of natural topography. Streets that seem continuous on a map turn out actually to drop abruptly down cliffs, or to die ingloriously into hillsides. In other places, streets which promise to be through-ways terminate without warning in dead-ends. Here and there sections of the town are isolated where important streets were never cut through the tangle of oblique abutments. Sip, Central and Monticello Avenues are familiar to anyone who has lived here. Jersey City even boasts a land-locked island a few blocks east of Journal Square, reached only by one auto bridge.

A final point concerns the size of blocks. Jersey City blocks vary greatly; some are as little as 90 feet in width, some as great as 1,900 feet in





# MAJOR STREETS







length. They were laid out years ago for a style of building that is now obsolete. Most blocks are far too narrow for effective industrial sites, and even for housing the modern tendency is to utilize much larger parcels than the typical 200 by 400 foot block that prevails in the Horseshoe as an instance.

The city can overcome these constricting conditions only by encouraging a bold policy of large scale land assemblage. It should prevent the same thing from occurring all over again on large tracts of land still undeveloped by refusing to plat vacant city-owned land prematurely. In the developed tracts along both waterfronts, the city may soon wish to lay out alignments for the spur streets that will feed into new arterial expressways, relating these branches to appropriate railroad spurs and new docking facilities. But the de-

tailed division into lots and local streets should be delayed until incoming housing and industry give clear indication of the shapes and sizes of land they can use best.

The system of important connecting streets, local arteries and inter-regional through highways establishes the permanent highway pattern of the city. These streets are the essential circulation paths which always should be kept open and which consequently will delimit any large-scale assembly and redevelopment of land which may take place in the future. This does not mean that the exact alignments shown on the Master Plan necessarily must be preserved; but it is strongly recommended that the general pattern of vehicular circulation shown on the Master Plan of Streets and Highways should be achieved and retained.

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\*Report on file with the Planning Board.

